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ABSTRACT

The National Apprenticeship System is a formal system for training skilled craftworkers. An automated system for recordkeeping and management purposes, the Apprenticeship Management System, has been developed. It constitutes a complete management system and provides information for fund management control, data for preparing monthly and quarterly reports, and information necessary to respond to Congressional requests. In accordance with requirements of the Carl D. Perkins Vocational Education Act of 1984, an Interagency Agreement and Implementation Plan was signed for greater coordination between vocational education and apprenticeship programs. The passage of the Perkins Act also presents the opportunity to improve the delivery of related instruction. The current list of Bureau of Apprenticeship and Training-recognized apprenticeable occupations contains 750 job titles with corresponding Dictionary of Occupational Titles codes. The National Apprenticeship System includes over 50,000 apprentices registered in military apprenticeship programs. During Fiscal Year 1985, 320,000 registered apprentices received training; 2,921 new programs were developed by federal staff; 532 additional trades were added to existing apprenticeship programs. (Highlights of the 26th meeting of the Federal Committee on Apprenticeship are appended.) (YLB)

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U. S. DEPARTMENT OF LABOR

EMPLOYMENT AND TRAINING ADMINISTRATION

BUREAU OF APPRENTICESHIP AND TRAINING

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REPORT

OF

THE DIRECTOR

ON

THE NATIONAL APPRENTICESHIP SYSTEM

TO

THE FEDERAL COMMITTEE ON APPRENTICESHIP

FEBRUARY 4-5, 1986

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The National Apprenticeship System

BACKGROUND

Organized governmental involvement in apprenticeship in the United States began when Wisconsin became the first State to pass an apprenticeship law in 1911. Twenty years later, in 1931, Oregon and Kentucky passed apprenticeship laws and in 1936 California and Vermont followed.

The Federal government's active involvement in apprenticeship began in 1937 with passage of the National Apprenticeship Act of 1937 (the Fitzgerald Act). This Act authorizes and directs the Secretary "...to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices, to extend the application of such standards by encouraging the inclusion thereof in contracts of apprenticeships, to bring together employers and labor for the formulation of programs of apprenticeship, to cooperate with State agencies engaged in the formulation and promotion of standards of apprenticeship...".

In 1977 the Department published regulations title 29 CFR Part 29, Labor Standards for Registration of Apprenticeship Programs. These regulations provide for recognition, by the Secretary, of State Apprenticeship Agencies or Councils (SACs). This recognition gives the SAC authority to determine whether an apprenticeship program conforms with the Secretary's published standards and the program is, therefore, eligible for Federal purposes. SACs have the authority to determine which programs can be approved as registered apprenticeship programs for Federal purposes. Such purposes include permitting, under the Davis-Bacon Act, construction company employers with registered programs to pay registered apprentices less than the prevailing wage rate.

INTRODUCTION

The National Apprenticeship System is a formal system for training skilled craftworkers and one of truly national structure. It can be briefly characterized as follows:

- There are 28 States plus the Virgin Islands, Puerto Rico, and the District of Columbia that have a State Apprenticeship Agency/Council (SAC) recognized by the Secretary of Labor.
- State administrative structures, financing levels, and operating practices vary considerably.
- There is some Federal staff in every State. The number of staff and nature of activity varies depending upon the number of State staff and activities of the SAC.
- There are 22 States where the apprenticeship system is wholly operated and administered, to the best extent possible with available resources, by the Bureau of Apprenticeship and Training.

APPRENTICESHIP MANAGEMENT SYSTEM

An automated system for record keeping and management purposes has been developed. This system is known as the Apprenticeship Management System (AMS). AMS uses a computer located in Chicago which is operated cooperatively by the Regional OASAM and BAT. Nineteen terminals (work stations) were installed by the end of FY 1984 in the Chicago and Kansas City regions. An additional 33 terminals were acquired and installed during FY 1985. At least one terminal now is installed in each of the 10 regions with terminals installed in 41 States, including both BAT and SAC. Fifty-seven additional terminal are needed to complete the planned system of having a terminal in each of the 10 BAT regional offices, each BAT State office and other BAT offices. The system maintains detail records of data on approved apprenticeship programs and registered apprentices. This enables it to provide summary data on programs by industry, geographic area and other factors and on apprentices by occupation, sex, ethnic origin, veteran status and other pertinent categories.

It constitutes a complete management system and provides information for activities such as travel and other fund management control, data for preparing monthly and quarterly reports, information necessary to respond to Congressional and other (completions, transfers, etc.), and word processing capabilities. As of the end of FY 1985 about 68% of the apprenticeship programs and about 55% of the apprentice data was stored in AMS. Negotiations currently are in progress to arrange for including data from the California SAC and other SAC States which for various reasons are not yet supplying their detailed data.

APPRENTICESHIP/VOCATIONAL EDUCATION AGREEMENT

In accordance with requirements of the Carl D. Perkins Vocational Education Act of 1984, on October 17, 1985, Secretary Brock and Secretary Bennett signed an Interagency Agreement and Implementation Plan for greater coordination between vocational education programs and apprenticeship programs. This material was prepared by a joint working committee of representatives of the U.S. Department of Labor and U. S. Department of Education in consultation with advisors from private industry. The agreement and action plan to be implemented in Fiscal Year 1986 includes provisions for a national coordination steering committee, State coordination steering committee, cooperative planning, a joint technical assistance guide, joint coordination issuances, regional conferences, identification of exemplary programs, joint research and reports.

RELATED INSTRUCTION

The outstanding characteristic of apprenticeship is that it combines on-the-job training with related instruction. It is this characteristic that makes it unique in job training for skilled occupations.

The recent passage of the Carl D. Perkins Vocational Education Act, with its emphasis on the need for greater cooperation between the Department of Labor, the Department of Education, labor and management, with regard to apprenticeship presents the opportunity to improve the delivery of related instructions.

BAT has initiated a program review procedure for maintenance and improvement of the National Apprenticeship System. This year's review objective is related instruction. BAT in conjunction with State Apprenticeship Councils and/or agencies will determine: The amount of related instruction provided in each program; the delivery method, i.e., in-house by sponsor, community colleges, correspondence courses and others; the source of instruction; the number of apprentices receiving instruction; and the number of occupations with related instruction curriculum.

The results of this program review activity will be shared with the Department of Education consistent with the DOE/DOL Interagency Agreement.

EQUAL EMPLOYMENT OPPORTUNITY IN APPRENTICESHIP

Title 29 CFR Part 30, Equal Employment Opportunity in Apprenticeship and Training, is the U. S. Department of Labor's regulation setting forth policies and procedures to promote equality of opportunity in apprenticeship programs registered with the Bureau of Apprenticeship and Training and recognized State apprenticeship agencies.

During FY 1985, 62,908 minority and 21,387 female apprentices participated in registered programs. The year ended with 44,292 minority apprentices, almost 20% of the total registered apprentices and 14,333 female apprentices, about 6.4% of the total. During the year Bureau of Apprenticeship and Training technical staff conducted over 1,700 compliance reviews to determine if program sponsors are conforming to EEO in apprenticeship requirements and to provide technical assistance to those sponsors in meeting their EEO in apprenticeship responsibilities.

NEW APPRENTICEABLE OCCUPATIONS

The current list of BAT recognized apprenticeable occupations contains 750 job titles with corresponding DOT Codes. Three new occupations have been added to the list during FY 1985 at the request of the National Aeronautics and Space Administration, they are:

Flight Test Shop Mechanic, Materials Engineer, Test Technician.

MILITARY APPRENTICESHIP PROGRAMS

The National Apprenticeship System includes 50,276 apprentices registered in programs sponsored by the United States Armed Forces.

They include:

	APPRENTICES	
PROGRAM SPONSORS	CIVILIAN	MILITARY
Army	1061	34,244
Navy	4256	4,281
Marine Corps	-	5,949
Air Force	483	-

A 5% increase in the number of apprentices is expected during FY '86.

STATISTICAL HIGHLIGHTS - FY'85

- o 320,000 registered apprentices received training.
- o 2,921 new programs were developed by Federal staff. At the end of the year there were about 45,000 registered apprenticeship programs.
- o 532 additional trades were added to existing apprenticeship programs.
- o Compliance reviews were made of each State Apprenticeship Council (28 States) all were found in compliance with 29 CFR Part 29 and 30. Suggestions were made by the Director as to how they might improve their performance. Most of these suggestion were favorably received.
- o About 1,900 apprenticeship programs were reviewed and provided technical assistance in making improvements as part of a continuing national effort to improve the quality of apprenticeship training.

As of January 1986 there were 518 occupations with at least one registered apprentice for a total of 188,519 registered apprentices.

- o Of the 518 only 34 had at least 1000 registered apprentices.
- o 15 of those 34 were in the construction industry
- o The first 5 occupations had 71,927 registered apprentices all in the construction industry
- o The 71,927 apprentices in construction represented approximately 38% of the 188,519 total registered apprentices.
- o The first 5 occupations were

Electrician	25,407
Carpenter	21,155
Plumber	8,893
Pipe Fitter	8,689
Sheet Metal Worker	7,783

- o The highest non-construction occupation was machinist with 6,062; it was 6th on the list.
- o 162 occupations out of the 518 had 5 or less registered apprentices
- o 67 occupations had only 1 registered apprentice
- o Firefighter with 4,788 registered apprentices, 8th on the list, leads the public service sector which also includes such occupations as Fire-Medic, Corrections office, police officer, licensed practical nurse and dental assistant.

Since there are 750 occupations, which over the years have been deemed apprenticeable, it is pretty obvious that 255 of these occupations for one reason or another are no longer in demand and don't have any registered apprentices.

Included in the 750 occupations are 270 which have National Standards and are really the foundation of the National Apprenticeship System. However even here 29 occupations are not to be found on the list of active occupations.

The 241 on the list have 171,800 apprentices registered or approximately 91% of the total registration.

There were also 53 occupations with 1,371 apprentices, or less than 1%, which do not appear on our National list of 750, obviously these have been registered by individual SAC States.

It seems to me that the time has come to tighten up the National Apprenticeship System. To some extent it has become unwieldy, it lacks a certain discipline and is exposed to influences other than its ability to train workers for the really skilled occupations.

The time has come to narrow down the list of apprenticeable occupations to only those which are active. For example we now have a BAT policy that any program which does not have an active apprentice for two years is removed from the data bank; perhaps the same should be done with the list of apprenticeable occupations. Our limited resources should be concentrated on those occupations where there is a need.

Another problem raised by a close look at this list is the lack of an accepted definition for an apprenticeable occupation. Under present conditions a SAC does not have to accept as apprenticeable an occupation deemed so by BAT. On the other hand many States recognize occupations which they do not even share with BAT or other SAC States.

An example of all the above is the occupation recently deemed apprenticeable by BAT, "Metal Building Assembler". As of today three States have decided not to recognize this occupation as apprenticeable and there are no BAT registered apprentices presently registered in this occupation. Obviously this occupation is inactive and its apprenticeability is being questioned by at least three States.

APPRENTICESHIP SYSTEM SUPPORT

The National Apprenticeship System is supported through a broad based group of Federal and State agencies, private industry representatives from both labor and management, trade and professional associations.

Support comes in the form of sponsorship of National, Regional, and State Apprenticeship Conferences. In addition, media communications, in the form of films, video tapes, books, newspaper and magazine articles are produced and published to promote and expand apprenticeship.

Apprenticeship Conferences:

- o National Apprenticeship and Training Directors Conference,
- o National Association of State and Territorial Apprenticeship Directors Conference,
- o International Transportation Apprenticeship and Training Conference,
- o Eastern Seaboard Apprenticeship Conference,
- o Southern States Apprenticeship Conference,
- o Northwest States Apprenticeship Conference,
- o Rocky Mountain Apprenticeship Conference,
- o Mid Western Apprenticeship and Training Coordinator Conference,
- o Western Apprenticeship Coordinators Association Conference,
- o The American Vocational Association, and
- o The American Society for Training and Development

Many individual States also sponsor apprenticeship and training conferences.

DECEMBER 31, 1985

	Tot. App.	Tot. Proc.
• Region I	18,780	9,198
(S) Connecticut	6,995	3,448
(S) Maine	1,905	409
(S) Massachusetts	6,620	3,524
(S) New Hampshire	917	227
(S) Rhode Island	1,262	1,162
(S) Vermont	1,181	428
• Region II	27,683	6,135
(B) New Jersey	8,074	2,160
(S) New York	17,034	2,126
(S) Puerto Rico	98	218
(S) Virgin Islands	--	--
• Region III	24,385	5,029
(S) Delaware	804	214
(S) Maryland	4,872	502
(S) Pennsylvania	10,062	2,167
(S) Virginia	7,075	2,335
(B) West Virginia	1,398	241
(S) District of Columbia	N/A	N/A
• Region IV	24,775	3,477
(B) Alabama	2,603	237
(S) Florida	6,046	289
(B) Georgia	4,286	237
(S) Kentucky	1,845	648
(B) Mississippi	1,353	130
(S) North Carolina	2,195	1,438
(B) South Carolina	1,730	96
(B) Tennessee	4,717	402
Canal Zone		
• Region V	45,122	11,707
(B) Michigan	10,326	1,956
(S) Ohio	10,957	2,389
(B) Illinois	8,304	1,304
(B) Indiana	4,780	1,218
(S) Minnesota	5,948	2,963
(S) Wisconsin	4,807	1,840
• Region VI	19,477	1,367
(B) Arkansas	1,184	123
(S) Louisiana	4,003	402
(S) New Mexico	1,772	126
(B) Oklahoma	1,604	133
(B) Texas	10,914	583
• Region VII	10,021	1,902
(B) Iowa	1,731	1,504
(S) Kansas	826	311
(B) Missouri	6,540	718
(B) Nebraska	924	369
• Region VIII	5,848	1,375
(B) North Dakota	440	182
(B) South Dakota	264	161
(S) Colorado	2,085	238
(S) Montana	801	319
(S) Utah	2,019	382
(B) Wyoming	237	94
• Region IX	40,196	1,942
(S) Arizona	3,271	131
(S) California	33,286	1,518
(S) Nevada	1,416	60
(S) Hawaii	2,223	232
Guam	--	--
• Region X	9,932	1,277
(B) Idaho	729	135
(S) Oregon	3,566	484
(S) Washington	4,049	290
(B) Alaska	1,588	168
GRAND TOTAL	226,219	43,409

• Regional Totals

B - BAT S - SAC

Identifying Needs of the American Apprenticeship System: Seven Themes

Bob Glover
Center for the Study of Human Resources
University of Texas at Austin

(1) quality of training

(2) administration

(3) expansion

(4) cost-effectiveness

(5) financing

(6) access

(7) role and relationship to other training

Recommendations: Some examples

(1) The Michigan Apprenticeship and Training Workshop should endorse the establishment a specialized National Apprenticeship Resource Center for the improvement and promotion of apprenticeship nationwide. This Center would assist local sponsors by sharing high-quality, nonproprietary curriculum materials as well as practical innovations and advances in apprenticeship training.

(2) Every apprenticeship program in Michigan should have in place procedures for reviewing, updating, and improving its training curriculum at least once every three years.

(3) The B.A.T. should disseminate materials to apprenticeship programs in Michigan to help journeymen become better trainers of apprentices on the job.

(4) Exemplary/innovative practices achieved by local apprenticeship programs in Michigan should be recognized in a statewide awards program publicizing meritorious accomplishments.

(5) Michigan should adopt a statewide initiative to establish school-to-apprenticeship linkage projects in which high school students and community college students could begin their apprenticeships on a part-time job while in their final year of school and continue training (including related instruction) after graduation.

This initiative would be primarily geared to developing new apprenticeships. However, any existing apprenticship programs that wanted to participate as sponsors would be welcomed.

FEDERAL COMMITTEE ON APPRENTICESHIP

HIGHLIGHTS
Washington, D. C.

26th Summary Report
February 4-5, 1986

INTRODUCTION

The Federal Committee on Apprenticeship, under authority of Sec. 2 of the National Apprenticeship Act (P.L. 75-308; U.S.C. 50a) and the Federal Advisory Committee Act of 1972 (P.L. 92-463; 5 U.S.C. App. 1), held its twenty-sixth meeting on Tuesday and Wednesday (February 4-5, 1986) at the Frances Perkins Bldg., Room N3437, 200 Constitution Ave., NW., Washington, D.C.

The following members were in attendance:

LABOR	MANAGEMENT	PUBLIC
Edwin Brubeck	Fred DelConte	Robert Brown
Reese Hammond	[redacted]	Wm. F.X. Flynn
Joseph P. Holleran	Eric F. Jensen	Larry W. Johnson
David L. Robinson	Carmel R. Morris	M. Paula Raposa
Clarence E. Spoon	Edward P. Reavey, Jr.	
	Henry G. Schultz	

EX OFFICIO

Roger D. Semerad, Assistant Secretary of Labor
(U.S. Dept. of Labor)
Donald J. Grabowski, President (NASTAD)

OBSERVER

Alfredo Lorente (for Stephen P. Yokich, Labor member)

Eight members were unable to attend:

LABOR	MANAGEMENT
David A. Leff	Norman C. Hill
Joseph F. Maloney	R. Dale Huber
Thomas Martinez	Ted C. Kennedy
Stephen P. Yokich	William Pemberton

Note: New FCA Members.

TERMS EXPIRED:

LABOR	PUBLIC
John W. Bowden	Louis L. Levine Fred P. Ramirez

RESIGNATIONS:

EX OFFICIO

Frank C. Casillas (U.S. Department of Labor)

REAPPOINTMENTS:

LABOR	MANAGEMENT	PUBLIC
Reese Hammond Joseph P. Holleran	Fred DelConte R. Dale Huber Eric F. Jensen Carmel R. Morris Edward P. Reavey, Jr.	Wm. F.X. Flynn

EX OFFICIO

Donald J. Grabowski
(NASTAD)

MORNING SESSION (First Day)

William F. X. Flynn, Chairperson of the FCA, opened the meeting and welcomed all the conferees. He introduced the keynote speaker, Roger D. Semerad, Assistant Secretary of Labor for Employment and Training Administration. The Chair gave a brief review of Mr. Semerad's background, indicating that Mr. Semerad was most recently chairman of the 70001 Training and Employment Institute, a national public service corporation which trains and places disadvantaged youth in private sector jobs. Mr. Semerad is also a member of the Board of Directors of the Center for the Study of the Presidency and is an advisor to the Bryce Harlow Foundation.

The Assistant Secretary stressed the need to make a better case for apprenticeship. Can apprenticeship relate to high tech? He thought that if apprenticeship can't change, perhaps traditional apprenticeship is out. High tech requires flexible skills. If we promote apprenticeship, perhaps it will be viewed as one way to prepare our workforce for the demands of high tech. He is concerned about what the workforce will look like at the turn of the century. He referred to some research projects on the outside which are an effort to figure out what the future will look like at the turn of the century.

- What kinds of policies will be required?

- "Workforce 2000: The Turn of the Century."

As we move from the industrial age to the technological age, he continued, we need to form a vision about the future and then move backward to the present in formulating policies. Our success in the industrial age has been an anchor for us. Third World countries are being trained for the kinds of jobs which will no longer be prevalent here in the United States. These countries are flexible in their approach. The question is whether America's industrial strength is acting as a hindrance as far as flexibility is concerned as we look to the future. The business community is already making decisions about the year 2000, insofar as their workforce, markets and products. Therefore, it behooves the Government to also look toward the future and to plan.

The Assistant Secretary did not think apprenticeship was being marketed very well. Young people do not seem to understand it very much. He thought that the apprenticeship concept addresses some of the problems that everybody is pointing out that the new technological era is going to present to workers. He thought the numbers of those who go through apprenticeship were too small, and that an exploration should be made of linking apprenticeship to other areas of training.

After Mr. Semerad left, the following new Committee members were sworn in by Mr. Hague:

Labor	Management	Public
Edwin D. Brubeck	Henry G. Schultz	Robert Brown
David L. Robinson		Larry Johnson

Ch. Flynn then asked the members to introduce themselves with a few bio remarks.

The next item on the agenda was a report on BAT by the Director of the Bureau, Tom Hague. Following are highlights from his report:

- o Secretary Brock and Assistant Secretary Semerad feel that people appointed to Committees should have meetings and those meetings should be open to the remarks of the people on the Committees.
- o Gramm-Rudman's interference prevents BAT from buying further equipment to finish out the Apprenticeship Management System.
- o AMS equipment is being moved around in BAT's ten regions where they can get more use and better utilization.
- o BAT goal is to have a terminal at the desk of every professional in all ten regions but restraint of resources will prevent that from happening within the next two years.
- o The Department of Labor has signed an agreement with the Department of Education under the Carl D. Perkins Vocational Education Act, and its mandate is that there should be cooperation between the Department of Education and the Department of Labor, especially as it goes with apprenticesip.
- o The Secretary of Labor has put in a management system. BAT's goals in that system are all related to youth as it relates to the Perkins Act.
- o In cooperation with the Voc-Ed system nationally and locally when we put together our detailed plans, we will suggest to local school districts that this is the way they should help support the apprenticeship system.
- o BAT can use Voc-Ed support in related instruction. Delivery of related instruction is somewhat of a patchwork across the country - not the same in every State or in every school district.

- o BAT is undertaking a survey of the delivery of the related instruction which is expected to be completed this year. The study is expected to show a need for further involvement by the Voc-Ed community in the delivery of related instructions.

- o BAT has responsibility for affirmative action in equal opportunity to see that program sponsors live up to affirmative action plans.

- o BAT has 101,000 profiles on registered apprentices in the system.

- o Average age of apprentices is 24 so the apprentice program is not a youth program - it is sort of a secondary or post-secondary education type.

- o How do you decide what occupation is apprenticeable? BAT has a list of 750 apprenticeable occupations that is updated every 6 months.

- o There is no national way of determing what occupation is apprenticeable which is a weakness of the system.

- o The National Apprenticeship System is supported through a broad based group of Federal and State agencies, private industry representatives from both labor and management, trade and professional associations. Support also comes in the form of sponsorship of National, Regional, and State Apprenticeship Conferences.

- o BAT Bulletin No. 86-13 contains a list of apprenticeship conferences scheduled to be held in 1986.

- o The Director's report shows a breakdown on the total number of registered apprentices and programs by State and a grand total of 226,219 apprentices and 43,409 programs as of December 31, 1985.

- o AMS System is an ongoing system. BAT is receiving more and more requests from people for data.

- o Policy in BAT provides that any program that is two years old with no apprentices is to be dropped from the rolls.

- o BAT is in the process of developing a list of 40-45 reports that are available in the AMS system in layman's language.

Following Mr. Hague's report, there was a discussion of the policy on completion certificates from the (SAC) State and from BAT. Mr. Hague stated that BAT does not intervene in a situation where the State has denied a certificate. He has done it only when he thought it was in the best interest of the apprentices.

Mr. Hague remarked that in the last two years there are better relationships between the SACs and BAT staff. BAT is attempting to sign meaningful agreements with the SACs that divide up the work so there is no duplication.

There has been a turnover of staff in both the SAC and BAT sides and the current staff has more flexibility. BAT doesn't have enough people and the SACs don't have enough people. The only way they can survive is to meld their resources and do the best they can for the whole system.

Mr. Hague advised that due to the requirements of Gramm-Rudman BAT would experience a 4.3% cut which goes into effect mandatory on March 1. BAT will get a 25% cut in travel money. Mr. Hague stated that individual letters had been sent to each member of his staff indicating that Assistant Secretary Semerad had emphasized there would be no RIFs in ETA because of a 4.3 cut.

Ch. Flynn asked the next presenter Donald Grabowski, President of the National Association of State and Territorial Apprenticeship Directors, to give a STATUS REPORT ON NASTAD. Grabowski explained that this organization was composed of State Government officials who are responsible for the administration of apprenticeship within their States under State laws and State regulations. He stated further that most of the apprenticeship in the United States operates under State laws and State regulations in SACs or State Apprenticeship Council States.

Mr. Grabowski identified NAGLO as the National Association of Government Labor Officials (an association of the State Labor Commissioners).

Mr. Grabowski stated that because of the difference in association, and yet the mutuality of interests, several years ago NASTAD and NAGLO formed a joint organization to speak on apprenticeship -- it is called NAP, National Apprenticeship Program. The purpose of the merger was to make it clear that when NAGLO and NASTAD were speaking on apprenticeship, they were speaking with one voice.

Mr. Grabowski expressed concern in the Department's interest in hearing from the apprenticeship community through the Federal Committee on Apprenticeship in terms of getting some action on many of the recommendations that the Committee has made over the course of time. The Department already operates three huge national computerized reporting systems. There is no reason why apprenticeship data cannot be adequately, accurately, and completely collected and reported without creating yet another system. The Department can do that. The Bureau can't do that alone. Apprenticeship overlaps to a great extent in other areas, in the wage earner responsibilities, and the Davis-Bacon responsibilities of the Labor Department.

Mr. Grabowski stressed the importance of the Department of Labor giving top level attention to apprenticeship issues.

Mr. Grabowski recommended the following steps be taken:

- Issue a clear concise policy statement on apprenticeship that recognizes the contributions that apprenticeship has made, and labor and business have made in developing the Nation's skilled worked force.

  Get the public to understand that you have a product that is worthwhile. If the public doesn't understand that product, isn't aware that it exists and that it's worthwhile, you can forget about marketing because you will not be able to sell it.

- Propose to the President and the Congress the scheduling of a national apprenticeship celebration in Washington, D.C., during '87 to commemorate the 50th Anniversary.

- Recommend new Federal apprenticeship legislation which defines the role of the State and the Federal government.

- Undertake vigorous implementation of the Interagency Agreement with the Department of Labor and the Department of Education.

- Propose revisions in the Federal regulations on apprenticeship, with special consideration of separate regulations for the building and construction industry. The rationale for the development of the goals for women under the Federal Equal Employment Opportunity Regulations needs to be reviewed.

- Urgent need for establishing an accurate national data system on apprenticeship.

Mr. Grabowski observed that many of the points that he had raised are controversial. But he believed that the Department of Labor has a responsibility to provide the leadership in these areas that apprenticeship deserves.

Mr. Grabowski emphasized that the FCA ought to be meeting quarterly, on a regular basis and dealing with substantial issues. It ought to be working through subcommittees during those interim periods so that the recommendations moving on up to the Secretary and the Assistant Secretary are substantial and meaningful, and reflect what the apprenticeship community wants to do. Such action cannot be done on the basis of meeting just once every two years.

In conclusion, Mr. Grabowski said that the Department needs to report regularly back to this Committee on what, if anything, is done with the recommendations of this Committee. If the Department decides not to accept the recommendations of the FCA, they should advise the committee of their rejections.

Ch. Flynn introduced the next topic on the agenda--PROCEDURAL CHANGES. He referred to the present quorum rules required by the Committee which called for a quorum in each of the three representative groups in order to conduct business. He stated that this quorum rule has prevented the Committee from carrying out its responsibility for offering advice to the Secretary of Labor. He said that the Committee's Executive Committee (Reese Hammond, Fred DelConte, and Bill Flynn) had met on a few occasions in Washington, D.C. and discussed this question. The result of their discussion was in the form of a motion which they recommended that the Committee adopt as it would enable the Committee to make recommendations to the Secretary under a reasonable set of rules.

The following motion was made and seconded:

"Motion No. 1, move that the Federal Committee on Apprenticeship make a formal recommendation to the Secretary of Labor that in order to conduct other business at a public meeting called pursuant to Section 10(a) of the Federal Advisory Committee Act (Public Law 92-463 5 U.S.C. App.1) of October 6, 1972, a quorum of their duly appointed members must be present.

"A quorum shall consist of a simple majority of the full Committee's duly appointed members. Within such quorum there shall be a minimum of two (2) Labor Representatives, two (2) Management Representatives and one (1) Public Representative."

In the discussion that followed, Mr. Hague reviewed some of the history of the FCA and the difficulties incurred with the quorum rule. He indicated that the Committee could meet only on the call of the Assistant Secretary of Labor. The turnover in Assistant Secretaries of Labor had lessened interest in the Committee's functions. Mr. Hague said that the present Assistant Secretary of Labor Roger Semerad believes it is an insult to people to put people on a committee and then not have the Committee meet. Mr. Semerad is interested in the Committee meeting twice a year. The next meeting of the Committee will be scheduled for October. Mr. Hague mentioned that all meeting costs for the FCA come out of BAT's travel funds.

Mr. Hague said he had recommended that the Committee be put under the Secretary so that it could have a budget. It was his opinion that technically this Committee should be independent of BAT and should operate on its own. But the Assistant Secretary suggested the Committee continue under BAT's budget allocation and technical servicing and the Committee could have its meetings. Mr. Hague pointed out that previous meetings of the Committee were very structured and the agenda was closely controlled. By contrast, this present meeting was wide open and each Committee member had been invited to suggest any agenda item they wished.

Mr. Hague continued: "Any recommendations that come out of this Committee will not be censored or sidetracked, or buried in the bottom drawer, or anything. It will go direct to the Secretary; that is one of the reasons for changing the procedural rules so that recommendations can come out of this Committee whether I agree with them or not." In response to further questions from the Committee members, Mr. Hague pointed out that BAT had the only program in ETA that does not hand out money. All BAT's business is voluntary. BAT's technical staff are only consultants, and do not enforce any kind of laws--only suggest, counsel, and help.

The question of designated alternates for FCA members was brought up. Ch. Flynn explained that this matter had been explored by the Executive Committee. He stated that the alternates would have to go through the same clearance procedure as that for regular members. Mr. Hague added that the designated alternates would also have to be nominated by the Secretary and cleared politically. So the matter of designated alternates was dropped.

Ch. Flynn called for a vote on the motion for procedural changes on the quorum requirement. It passed unanimously. At this point the Committee recessed for lunch.

Afternoon Session: (First Day)

Ch. Flynn reminded the Committee of their advisory capacity, and that the motions or ideas that they wish to bring to the Secretary for his review or recommendation should be those clearly within the purview of his office where he has the ability to make something happen.

Ch. Flynn announced the first item for the Committee's review was the resolution concerning the 50th anniversary of the National Apprenticeship System.

Ch. Flynn asked Mr. Joseph P.Holleran (FCA labor member) to read the resolution into the record.

"Whereas apprenticeship is the oldest proven system for developing skilled workers, and

"Whereas the National Apprenticeship System had proven to be one of the most viable methods of producing highly skilled journey-workers, and

"Whereas there is continually an increasing need for this system of training, as all technology becomes increasingly complex, and

"Whereas the economy and defense of our nation is based on the need for more high quality craftworkers and thus there is a need for an expanded role for meaningful related instruction in apprenticeship, and

"Whereas a strong industrial base is necessary for any country to grow, prosper and defend itself from all external threats, and

"Whereas the needs of our recovering economies and the predictable skilled shortages will prompt shortsighted training programs which will attempt to fragment skills and result in the importing of tradesmen from other countries outside of North America, and

"Whereas new processes, new methods, new technologies and a growth in economies require a highly trained, well educated workforce, and

"Whereas 50 years of training support the belief that workers trained through apprenticeship are best prepared to transcend the gap between the tried and true practical skills of today and the changing requirements of tomorrow,

"Therefore be it resolved: That the Federal Committee on Apprenticeship supports the 50th anniversary of the National Apprenticeship Act, which was approved on August 16, 1937. Be it further resolved that this committee urges the Secretary of Labor to initiate appropriate activities during apprenticeship's golden anniversary year to accord it the public recognition and congratulations which it deserves."

The motion was made and seconded that the resolution be submitted to the Secretary. In the discussion that followed, there was a suggestion to amend the resolution by omitting the following sentence:

"Whereas the needs of our recovering economies and the predictable skilled shortages will prompt shortsighted training programs which will attempt to fragment skills and result in the importing of tradesmen from other countries outside of North America, and"

Ch. Flynn took a vote on the amended resolution. The motion carried unanimously.

Ch. Flynn responded to a question from a member concerning the concept of subcommittee work. "There are no budgetary resources available for that type of function. If there is a need for subcommittee activity, it would operate as follows: Membership would be held to 3 members of the Committee, one from each group on the FCA being a volunteer member of such a subcommittee effort. What you would do would be done at your own expense if there was a requirement for the three people to get together at some location. One of the three members of the Executive Committee would also serve as an Ex-officio member of any such situation and be available to participate in that particular way on some type of subcommittee activity."

Ch. Flynn asked for the next item for discussion which was a paper by Carmel Morris (FCA management member):

"Many builder and contractor members are experiencing shortages of skilled craftsmen and recognize the importance of training, and the time necessary for workers to learn the trades. They recognize the merits of apprenticeship training, and wish to take full advantage of governmentally endorsed programs as authorized and intended by the legislature, such as the recent Carl D. Perkins Vocational Education Act of 1984.

"Full advantage cannot be taken under the limitations of the present rules regarding ratios as applied by many states such as Florida has created a situation where there simply are not enough journeymen craftsmen to meet

the needs of the area. BUT THE STATE OF FLORIDA BUREAU OF APPRENTICESHIP IS LIMITING THE NUMBER OF PEOPLE WHO CAN BE HELPED THROUGH JOB TRAINING. The out-dated 3-1 ratio is a significant barrier to employment in the construction trades for many young people.

"I challenge the Federal Committee on Apprenticeship to be a leader in providing the means of making apprenticeship available to more young people by endorsing the concept of one-to-one training and actively encouraging the various state apprenticeship bureaus to 'adopt one-to-one ratio.'"

This resulted in extensive discussion. It was finally decided that a great deal more work and discussion was needed before the Committee could reach an intelligent decision on the matter.

Ch. Flynn asked the next presenter, Mr. Al Lorente, to serve as stand-in for William L. Pemberton (FCA management member) because he had made a recommendation regarding marketing and the development of this whole approach for apprenticeship. Al Lorente, in his letter to Ch. Flynn, had focused on the need to publicize and promote apprenticeship. By publicizing and promoting, problems in apprenticeship will surface. Mr. Pemberton's paper read:

"I feel very strongly that government's major role in apprenticeship should be to promote and encourage its wider and improved use as a training system.

"A DOL Program for marketing and sales of apprenticeship and training would provide an excellent return on the investment for the nation. Where else could we possibly invest such a small amount of tax dollars to support programs which are operationally funded totally by the private sector."

Director Tom Hague commented that a budget for promotion activity in BAT is almost nil. However, he observed that the State of Oregon was hiring a real public relations professional to do a marketing job to promote apprenticeship. There are many States that do make an attempt at promoting apprenticeship.

Mr. Reavey stated that if the Committee's main thrust and focus was to advise the Secretary of Labor, the Committee should go with one or two excellent programs. "The one on publicity and promotion, or marketing, is one that this country needs. The real citizens of this country don't understand the true meaning behind apprenticeship. We need a committee to recommend a marketing plan (not marketing promotion) for the Secretary to look at. The key to marketing is to know where you are going.

And the plan has to call for a sense of direction; part of that plan starts off with knowing your markets. And then you have to know what that market is all about. And then you need a marketing strategy to reach the mass American public."

Ch. Flynn observed that to start the ball rolling we need to establish a volunteer committee of 3 people to see if some marketing people would be willing to voluntarily give of their energies to help the Committee develop a strategy for a recommended course of action. But whatever happens, it will have to be funded and that will probably be the crucial and deciding factor for the Secretary of Labor to determine.

In the discussion that followed there was general concensus that the marketing of apprenticeship be crystallized around the planning for the 50th Anniversary of the National Apprenticeship System.

Mr. Brown suggested that we need to be able to answer the question "Why do I want to advertise apprenticeship? What can you give me that I can't get elsewhere?" We need some kind of consortium that would make technical materials readily available to people who were willing to train in a registered program.

At the close of the discussion, Don Grabowski offered to draft a resolution on the marketing effort that the Committee could consider the following day. The Chair accepted his offer.

Ch. Flynn called on the next presenter, Mr. Larry Johnson of VICA, (FCA public member) who presented a paper on "Cooperative Relationships Between Vocational Education and Apprenticeship." There was extensive discussion on this topic. Ch. Flynn suggested the discussion be carried over to the following day.

The Committee recessed at 4:35 p.m. to reconvene on Feb. 5, 1986, at 9:00 a.m.

Morning Session: (Second Day)

The proceedings for the second day of the Committee's meeting continued with the discussion on the resolutions introduced by the Committee members. Larry Johnson (FCA public member) had introduced the following resolutions:

(1) Credit for vocational training and experience

"I move that the FCA...recommend that the Secretary give visability, endorsement and encouragement to successful examples of cooperation in granting credit for training and experience received in vocational trade, industrial, health and technical education."

(2) Cooperative agreements

"I move that the FCA...recommend that the Secretary encourage the development of Industrial Cooperative Training and B.A.T. 'cooperative agreements' allowing for the pre-registering of vocational students previous to graduation where school, B.A.T., employer student and parents consent."

The consensus of discussion among the members indicated that the action proposed in both resolutions was already being done successfully in a number of locations. Mr. Johnson's response was to recommend that visibility and encouragement be given to successful examples of cooperation in granting credit for training and experience received in vocational programs. After extensive discussion, Resolution No. 1 was amended by adding the words "as part of the Interagency agreement, III, section G." after the end of the sentence of the resolution. After further discussion, the motion to accept the amended resolution passed unanimously.

There was extended discussion on resolution No. 2 which was basically termed as "illegal." Ch. Flynn suggested that Mr. Johnson might want an opportunity to give further thought and refinement to Resolution No. 2, and bring it up at the next meeting of the Committee. This resolution is in conflict with certain procedures contained in Federal regulations. Mr. Johnson took that under advisement and decided to withdraw the motion for this resolution.

Ch Flynn called on Reese Hammond (FCA labor member)to present his remarks on the April 6-9, 1986, conference on apprenticeship "Learning by Doing" being sponsored by the Union of Operating Engineers, in Albany, New York. He identified four major areas that would be discussed:

- o Modern American Apprenticeship
- o Measuring Apprentice Progress
- o Preparing Disadvantaged Youth for Apprenticeship
- o Apprenticeship is a Learning Continuum

Attendance at the conference is by invitation only and is limited to 110 persons.

Mr. Hammond made a motion recommending that the FCA endorse and co-sponsor the conference. Mr. Brown seconded it. After discussion, the Chair called for a vote. The motion passed 11 to 2. The Chair stated that for the record he intended to attend the April conference in Albany, New York.

The motion was made and seconded that Ch. Flynn's expenses for attending the Reese Hammond meeting on April 6-9, 1986, in Albany, New York, be picked up by the FCA, as he will be officially representing the FCA. The motion carried unanimously.

Mr. Hammond, in response to a question from Mr. Carmel Morris, read off a list of 15 organizations and associations who would be focusing on the conference.

The Chair brought up the next resolution on MARKETING STRATEGY which had been discussed at some length on the prior day. Copies of a revised resolution co-authored by Flynn/Grabowski were distributed for discussion. Mr. Grabowski commented that the Committee's discussion of yesterday made it clear that they were all very interested in the Department undertaking an extensive and continuing marketing campaign for apprenticeship. He thought this was an important first step that the FCA should take now to get the record set for future actions. Following is the resolution:

> "The Federal Committee on Apprenticeship commends Secretary Brock for his interest in the problem of youth employment and in particular for his August 19th statement in support of quality training through apprenticeship and calling for revitalized apprenticeship system in the United States.

"In order to bring about this revitalization, the Federal Committee on Apprenticeship recommends that Secretary Brock and the Department of Labor develop strategies to market more effectively the apprenticeship program to employers and young people as well as the general public. Such strategies shall undertake an extensive, continuing program for marketing apprenticeship to the general public and to target audiences such as employers, trade associations, women, and minority groups. The marketing program should be proceeded by an analysis of the potential market, its present and future needs, and a plan to reach those audiences with a clear explanation of what apprenticeship is, how it can meet the needs of the audiences, and the additional benefits which can be derived by other parts of society."

A motion was made to amend the first paragraph of the resolution by adding the additional language at the end of the first paragraph, "as we prepare to celebrate the 50th Anniversary of the National Apprenticeship System." The amendment was accepted without any objection. The motion on the marketing resolution was accepted unanimously.

Ch. Flynn asked the Committee for volunteers to serve on a Marketing Subcommittee to develop thoughts on the subject of marketing strategies. He wanted one member from each subgroup to serve as part of the Voluntary Committee structure. A motion was made and seconded to approve the following membership of the Voluntary Committee on Marketing:

(L)	Reese Hammond	Ex officio:	Ray Robertson
(M)	Ed Reavey		Don Grabowski
(P)	Larry Johnson		Bill Flynn
			Fred DelConte

The motion on marketing carried unanimously.

Ch. Flynn introduced the next presenter - Robert Brown (FCA public member) who read his resolution into the record:

"Additional resources should be directed to the following areas:

"1. Incentives for business, labor and private sector organizations participating in registered apprenticeship programs.

"2. Development of standardized competency-based instructional materials for all registered apprenticeship programs.

"3. Development of regional training centers for the certification of on-the-job apprentice trainers.

"4. Research programs for the development of instructional delivery systems such as satellites and/or computer systems to be used for registered apprenticeship programs.

"The up-dating of apprenticeship training methods using state of the art instructional techniques and technology will provide this country with technicians that can lead our trades out of the doldrums of the present."

After extensive discussion on the resolution, Mr. Brown suggested to the Chair that the Committee have an opportunity to further review his resolution and give it further thought. When they return at the next meeting, they could pursue their discussion on refinements and vote on any further action needed. The Chair agreed to this procedure.

Director Hague assured the members that there would be another meeting of the Committee in October. He was extremely pleased with Committee's deliberations and the actions they were taking on the agenda issues.

With the completion of the discussion on resolutions, Ch. Flynn asked the Committee members for their comments or observations on the proceedings. A round robin followed:

Included in their comments/suggestions were the following:

- o Complimented the Chair and all of those who worked with the Chair in putting the meeting together. It was an excellent meeting and we are off to a fine start.

- o For the Committee to be truly effective, they should be meeting on a quarterly basis.

- o As the Committee is advisory to the Secretary of Labor, some thought should be given in the Department to the Secretary spending a portion of his time in meeting with his advisory committee.

- o Excited about the apparent new direction of the Committee, and the Department in general, with regard to apprenticeship; appreciative of the cooperative spirit in which the Committee is operating; looking forward to the next meeting.

- o The morale of your people (BAT) at the local level is 150% better today than it was at the last meeting. Credit goes to Tom Hague.

- o Good vibes from the meeting - excellent exchange of ideas.

- o Committee should continue to enforce the Committee's image; a lot of progress was made and the resolutions passed by the Committee should get something done. Stressed the importance of the Chair delivering the resolutions to the Secretary to attend the next FCA meeting even if he just dropped by to say hello. It would be nice for the Secretary to meet the members.

- o Hoped they could work to build bridges between apprenticeship and vocational education, and that the future meetings would continue to be as positive as this meeting was.

- o Invited members to come to Phoenix, Arizona, in June and participate in the National Conference activities of VICA, and specifically to participate in the VICA United States Skill Olympics on June 26th. There will be some 6,000 VICA members present, of which 2600 students will be in the skill and leadership competitions.

Ch. Flynn asked Mr. Hague for his comments. Mr. Hague emphasized that there would be a meeting of the Committee in October regardless of what the situation might be. He referred to a turnover of members in October and stated that the three current vacancies on the Committee would be filled prior to October. He indicated that membership emphasis was in putting people on who were from the apprenticeship area of interest which would strengthen the Committee. He was pleased with the changes in the Committee's rules which would make it easier to submit recommendations to the Secretary. He said he would attempt to get the Secretary to make some opening remarks at the next meeting. He wanted everyone to understand that his presence at the meeting was in the capacity of an observer, and that after he made his report on the Bureau he was there only to answer direct questions. He did not want to influence anything that came out of the conference. He recommended frank and open discussion. "If it means you have to criticize the operation of BAT, or the Director, so be it. That is the purpose of the Committee," he concluded.

Ch Flynn, in his closing remarks, expressed his thanks to all the people who had participated in the planning and developing of the conference. He was particularly pleased that they had been able to open up the Committee to its talent and capacity to make decisions. They were able, as reasonable people, to meet, discuss and use their expertise to achieve a certain movement for apprenticeship.

Ch. Flynn reminded the members that when they talk about marketing, they are part of the marketing operation. "To the extent that you can find your way to conferences, to the extent that you can get on programs to speak about apprenticeship, to the extent that you can get the Rotaries where you live to give you a platform. Remember, realistically, you have a title, whether we like it or not. You are members of this committee--it is an important committee, and you are recognized because of your title as experts. If you do, and if you get some press notice about such a presentation, I would appreciate your sending that to me."

The meeting was adjourned at 11:48 a.m.

FEDERAL COMMITTEE ON APPRENTICESHIP

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VACANCY

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Jan. 9, 1985

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